United Nations A/64/588

General Assembly

Distr.: General
6 January 2010

Original: English

Comprehensive proposal for the composite entity for gender equality and the empowerment of women

Report of the Secretary-General

Summary

The present report is submitted in response to General Assembly resolution 63/311. Building on notes by the Deputy Secretary-General, it presents a comprehensive proposal for a composite entity for gender equality and the empowerment of women. The report sets out the mission statement and organizational arrangements, including an organization chart and provisions related to funding and an Executive Board to oversee operational activities.

The report proposes that the composite entity be a subsidiary organ of the General Assembly and report to the General Assembly through the Economic and Social Council. The Commission on the Status of Women will play a crucial role in guiding its work and an Executive Board will oversee its operational activities.

The composite entity will be the centre of the gender equality architecture of the United Nations system, which comprises the capacities of the whole system working for gender equality and women's empowerment. It will combine the mandates and assets of the four existing gender equality entities, and will perform new and additional functions to close the gaps and address the challenges in the gender equality work of the United Nations system. It will provide coherent and timely support to Member States in their efforts to enhance their capacity to achieve gender equality, consistent with the principles of national ownership.

The report proposes a Headquarters structure to cover the new functions and continue to implement existing mandates. It accords priority to strengthening United Nations capacity at the country level and leading a more coherent United Nations system response at the country and regional levels. The composite entity will be led by an Under-Secretary-General to ensure the necessary authority and leadership. The Under-Secretary-General will be a member of all senior United Nations decision-making bodies.

10-20288 (E) 180110

Please recycle

The report examines the implications of the functions of the composite entity for funding from assessed and voluntary contributions. It suggests that approximately $125 million per annum is needed for a basic staff complement, related operating costs and "start-up" capacity at the country, regional and Headquarters levels, as well as an additional $375 million per annum in the initial phase to respond to country-level requests for United Nations programmatic support.

The composite entity will apply the lessons of coherence, efficiency and effectiveness emerging from good practices at all levels. The composite entity will add value by providing capacity to meet the need for:

(a) A strong voice for women and girls at the global, regional and local levels;

(b) Better support for Member States as they enhance the normative and policy environment for accelerating progress towards full equality for women and girls, both globally and locally;

(c) Assistance for national partners as they respond to critical gaps and challenges, by leading the United Nations system in developing and implementing innovative and catalytic initiatives;

(d) An enhanced United Nations response to the country-defined needs and priorities of women and girls, including the development of national capacity, by leading the United Nations system to work in a more effective, collaborative and coherent way.

The establishment of the composite entity will not relieve any other parts of the United Nations system of their responsibility for contributing to the promotion of gender equality and women's empowerment and for addressing women's rights and needs. Rather, the new entity will sharpen the focus and impact of the gender equality activities of the entire United Nations system by working through the United Nations System Chief Executives Board for Coordination at the global level, the regional directors teams and the Regional Coordination Mechanism at the regional level and the resident coordinator system at the country level to ensure clarity of roles and responsibilities and support for a more coherent and scaled-up response. Within that context, the composite entity will play a key role in addressing critical gaps and challenges in the current response.

Contents

		Page
I.	Introduction	4
II.	Mission statement	5
III.	Functions and structure	5
	A. Country-level functions	6
	B. Regional-level functions	8
	C. Headquarters-level functions	9
	D. Presence and capacity to undertake functions	11
	E. Organization chart and structure	13
IV.	Organizational arrangements	16
	A. Legal identity	16
	B. Governance	16
	C. Financial architecture	18
	D. Leadership	20
	E. Support services	21
	F. Transition arrangements/change management	21
V.	Conclusions and recommendations	22
	A. Addressing gaps and challenges	22
	B. Recommendations for action	23
Annex		
	Annual planning framework and estimate of funding needs for the "start-up" phase	24

I. Introduction

1. The General Assembly, in its resolution 63/311, strongly supported the consolidation of four United Nations entities — the Office of the Special Adviser on Gender Issues and Advancement of Women, the Division for the Advancement of Women, the United Nations Development Fund for Women (UNIFEM) and the International Research and Training Institute for the Advancement of Women (INSTRAW) — into a composite entity, taking into account existing mandates, and requested the Secretary-General to produce a comprehensive proposal specifying, inter alia, the mission statement of the composite entity, the organizational arrangements, including an organization chart, funding and the executive board to oversee its operational activities in order to commence intergovernmental negotiations. The present report responds to that request and sets out a comprehensive proposal and recommendations for consideration by the General Assembly at its sixty-fourth session.

2. A number of recent papers on the United Nations reform of the gender equality architecture provided comprehensive details of the challenges facing the United Nations system with regard to the capacity to support gender equality and the empowerment of women.[1] As stated in the note by the Deputy Secretary-General of 5 June 2008, despite significant and innovative efforts made by individual entities, gaps and challenges within the United Nations, including in the areas of coordination and coherence, authority and positioning, accountability and human and financial resources, continue to hinder the capacity of the United Nations system in effectively responding to Member States' needs. These challenges must be addressed if the United Nations system is to better support Member States in their efforts to achieve the goal of gender equality and the empowerment of women and girls at the national level.

3. Gender inequalities remain deeply entrenched in every society. Women lack access to decent work and continue to face occupational segregation and gender wage gaps. In too many cases, they are denied access to basic education and health care. Some 500,000 women and girls still die every year in pregnancy and childbirth. Women in all parts of the world are not able to exercise their human rights and they suffer violence and discrimination. Women are underrepresented in political processes and decision-making in all areas. Gender equality and the empowerment of women and girls are inextricably linked to poverty eradication and human development, and the internationally agreed development goals, including the Millennium Development Goals, will not be met by 2015 unless women and girls are empowered.

4. The progress made by many countries in strengthening their normative and policy frameworks for gender equality has led to a much greater demand for support to translate those frameworks into actual changes in the lives of women and men.

[1] These include the Deputy Secretary-General's concept note on a strengthened architecture for gender equality and empowerment of women, of 1 August 2007; a note on United Nations system support to Member States on gender equality and women's empowerment, of 5 June 2008; a note on institutional options to strengthen United Nations work on gender equality and empowerment of women, of 23 July 2008; a note on further details on institutional options for strengthening the institutional arrangements for support to gender equality and the empowerment of women, of 5 March 2009; a consolidated response, of 3 June 2009, regarding questions raised following discussions of the note of 5 March 2009; and a PowerPoint presentation on 8 June 2009.

While the United Nations system is uniquely positioned to respond to that demand, it must improve its performance and address remaining gaps and challenges, including through increased capacity and a strengthened gender equality architecture.

II. Mission statement

5. Grounded in the vision of equality enshrined in the Charter of the United Nations, the composite entity will work for the elimination of discrimination against women and girls; the empowerment of women; and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action and peace and security. Placing women's rights at the centre of all its efforts, the composite entity will lead and coordinate United Nations system efforts to ensure that commitments on gender equality and gender mainstreaming translate into action throughout the world. It will provide strong and coherent leadership in support of Member States' priorities and efforts, building effective partnerships with civil society and other relevant actors.

III. Functions and structure

6. The composite entity will have eight functions, as outlined in the Deputy Secretary-General's papers of August 2007 and July 2008. These are the following:

(a) Provide substantive support to United Nations bodies (the Commission on the Status of Women, the Economic and Social Council, the General Assembly and the Security Council) in which commitments, norms and policy recommendations on gender equality and gender mainstreaming are discussed and agreed upon;

(b) Support national efforts to promote and enhance gender equality and women's empowerment through innovative and catalytic country-driven programming, working with the entire United Nations country team, including on gender mainstreaming, capacity development and the provision of targeted technical cooperation, in line with national priorities;

(c) Undertake global, regional and national advocacy efforts on issues critical to gender equality and women's empowerment to ensure that under-recognized and under-resourced issues receive national, regional and global attention;

(d) Support Member States in implementing and monitoring the 12 critical areas of the Beijing Platform for Action, the outcome document of the twenty-third special session of the General Assembly, Security Council resolutions 1325 (2000) and 1820 (2008) and other resolutions, as well as the Convention on the Elimination of All Forms of Discrimination against Women;

(e) Undertake new, and consolidate existing, research and analytical work to support overall objectives, and act as a hub/centre of knowledge and experience on gender equality and women's empowerment from all parts of the United Nations system;

(f) Lead and coordinate United Nations system strategies, policies and actions on gender equality and women's empowerment to promote effective system-wide gender mainstreaming, drawing fully on the comparative advantage of United Nations actors;

(g) Strengthen the accountability of the United Nations system, including through oversight, monitoring and reporting on system-wide performance on gender equality;

(h) Monitor and report on system-wide compliance with intergovernmental mandates on gender balance, including at the senior and decision-making levels.

7. The establishment of the composite entity will not relieve any other parts of the United Nations system of their responsibility for contributing to the promotion of gender equality and women's empowerment and for addressing women's rights and needs. Rather, the new entity will sharpen the focus and impact of the gender equality activities of the entire United Nations system by working through the United Nations System Chief Executives Board for Coordination (CEB) at the global level, the regional directors teams and the Regional Coordination Mechanism at the regional level, and the resident coordinator system at the country level, to ensure clarity of roles and responsibilities and support for a more coherent and scaled-up response. Within this context, the composite entity will play key roles in addressing critical gaps and challenges in the current response.

8. The functions of the composite entity are set out below as the basis for the proposed staffing and as reflected in the organization chart.

A. Country-level functions

9. The composite entity will work as a member of the resident coordinator system at the country level. The work of the entity will vary from country to country. The composite entity may be expected to perform the following critical functions in a flexible manner, subject to host country needs and circumstances and the availability of resources:

(a) **Support national efforts to promote and enhance gender equality and women's empowerment by providing policy advice and institutional support to Member States in policy and programme development that is supportive of progress towards gender equality in all areas.** The composite entity will also support national efforts through innovative and catalytic country-driven programming, including gender mainstreaming, capacity development and targeted technical cooperation, in line with national priorities. The entity will work with national partners and the United Nations country team to identify key national priorities and critical issues impeding progress on gender equality and women's empowerment and to support the development of a coherent United Nations system response, making accessible to national partners the full range of United Nations system expertise. Where gaps are identified, it will work with relevant entities of the United Nations system to demonstrate innovative approaches and design targeted technical assistance and/or support for gender mainstreaming that can be scaled up by national, multilateral or bilateral partners, with larger investments;

(b) **Undertake advocacy on issues critical to gender equality.** The composite entity will lead United Nations system advocacy work at the country level by providing a strong voice for, and encouraging greater investment in, the promotion of gender equality and women's empowerment. The composite entity will raise gender equality-related issues in discussions at the level of heads of agency in the United Nations country team and with other members of the international

community. The composite entity will work closely with national mechanisms for gender equality, women's organizations and other national actors, and will support the participation of women in decision-making processes;

(c) **Support Member States in implementing and monitoring intergovernmental agreements.** The composite entity will offer support to Member States in the follow-up to, and reporting on, relevant resolutions, processes and outcomes, such as implementation with respect to the 12 critical areas of concern in the Beijing Platform for Action, the Convention on the Elimination of All Forms of Discrimination against Women, the gender aspects of internationally agreed development goals, including the Millennium Development Goals, and Security Council resolutions 1325 (2000) and 1820 (2008) and other relevant resolutions. The composite entity, together with other United Nations entities, will support the capacity development of national statistical institutions, national mechanisms for gender equality, women's groups and women's networks in order to strengthen collection and analysis of sex-disaggregated data and its use in follow-up and reporting processes;

(d) **Act as a hub/centre of knowledge and experience on gender equality.** With strong support from Headquarters and at the regional level, and drawing on the experiences of other entities of the United Nations system, the composite entity will be a hub of knowledge on the situation of women and girls in a given country and practices that have proved successful ("what works") in advancing gender equality. It will support local cutting-edge research and evaluation, identify the best technical expertise from within and outside the United Nations system and support South-South exchange. The composite entity will link the national research institutions with the regional and global gender equality research and evaluation agenda, as well as with work being undertaken in other countries;

(e) **Lead and coordinate United Nations system actions on gender equality.** The composite entity will work as a full member of the United Nations country team, under the overall leadership of the resident coordinator and as leader of the United Nations gender theme group. It will enhance the quality and coherence of United Nations support for national efforts to advance gender equality and women's empowerment. Working closely with United Nations country team members, including non-resident agencies, it will offer technical support and "upstream" policy advice to national and United Nations processes, including analysis of the situation of women and girls and the development of policy support and programmatic responses, taking full advantage of common country assessment/United Nations Development Assistance Framework processes. With each United Nations organization working within its areas of comparative advantage and mandates, it will use the emerging good working practices for country-level coherence to develop a coherent United Nations response to national challenges facing women and girls, avoiding duplication and fragmentation;

(f) **Strengthen the accountability of the United Nations system.** With leadership and strong support from the resident coordinator, the composite entity will work with United Nations country team members to strengthen their commitment to achieving results that respond to national gender equality priorities, as part of the United Nations Development Assistance Framework, its budget framework and resulting joint programmes. The composite entity will help the United Nations country team align its gender equality programmes to United

Nations system-wide agreements on gender mainstreaming (see para. 11 below) and strengthen accountability for performance by producing regular reports and facilitating tracking to monitor progress in gender equality against agreed roles, responsibilities, resources and results. In line with the United Nations Development Group management and accountability system, the in-country representative of the composite entity will have direct accountability to the entity, as well as collegial accountability to the resident coordinator and the United Nations country team for providing the leadership and support necessary for a coherent and efficient United Nations response to national needs in the area of gender equality;

(g) **Provide capacity development and training.** The composite entity will contribute to training and provide ongoing technical advice and information on emerging issues related to gender equality for national partners, including staff of national mechanisms for gender equality and women's organizations, and for United Nations staff. Training programmes will be developed and tested, and good practices introduced drawing on experience in country and elsewhere. Training opportunities will be supported in country and elsewhere, including a dedicated capacity for training related to gender equality and gender mainstreaming.

B. Regional-level functions

10. The composite entity will have a staff presence in the United Nations regional operational support and oversight hubs. As part of the regional directors team, a strong team of technical specialists in these hubs will work with gender equality specialists in other United Nations organizations, including the regional commissions, to ensure that demand for technical expertise from national partners and regional organizations is met in a timely and effective manner. At the regional level, the composite entity will:

(a) Draw on the resources of other United Nations entities, as well as its own resources, to provide technical support to countries where the entity has no field presence, or extra capacity to meet short-term additional needs;

(b) Provide oversight and guidance to its country-level staff;

(c) Work as a member of the regional directors team, providing quality assurance, advice and support to United Nations country teams, including for the common country assessment/United Nations Development Assistance Framework process. The composite entity will work in close partnership with the regional commissions to enhance the linkages between the normative and the operational aspects of gender equality and women's empowerment in the region. Within this context, the entity's regional-level staff will co-chair (together with the staff of the respective regional commission) the Regional Coordination Mechanism's new or existing working groups on gender equality so as to provide coherent guidance and support for regional data collection, research and analytical work pertaining to the situation of women and girls in the region;

(d) Develop and provide responses to region-specific challenges, including training opportunities and advocacy campaigns, in collaboration with other regional entities, for national actors and United Nations staff at the regional level, drawing on resources from across the United Nations system.

C. Headquarters-level functions

11. At Headquarters, the composite entity will provide substantive support to intergovernmental processes. In addition to other global functions, it will support regional and country-level activities. For its key Headquarters functions, the composite entity will:

(a) **Provide substantive support to intergovernmental processes on gender equality and the empowerment of women, in particular the Commission on the Status of Women, the Economic and Social Council, the General Assembly and the Security Council, including support for reviews of progress in the achievement of the goal of gender equality and the implementation of the gender mainstreaming strategy.** Activities will include undertaking research and policy analysis; the preparation of mandated parliamentary documentation, recurrent and non-recurrent publications and technical materials; the substantive servicing of meetings, including plenary meetings and informal consultations; the convening of expert group and technical meetings; the preparation of panel and round-table discussions; the facilitation of the participation of non-governmental organizations (in accordance with established mandates and practice); the dissemination of information on intergovernmental outcomes and the facilitation of follow-up by different stakeholders; and outreach to stakeholders and the facilitation of linkages among them, including national mechanisms for gender equality, women's organizations and networks and academia;

(b) **Undertake advocacy on issues critical to gender equality and women's empowerment.** Activities will include leading global advocacy for the elimination of discrimination against women and working to ensure the practical realization of the principle of equality between women and men as partners in, and beneficiaries of, development, human rights and peace and security and the achievement of the internationally agreed development goals, including the Millennium Development Goals;

(c) **Lead and coordinate United Nations system actions on gender equality and women's empowerment.** The composite entity will advise the Secretary-General and CEB on gender equality and women's empowerment, on the gender perspectives of all issues on the United Nations agenda and on strengthening coherence and implementation of United Nations gender equality policies; lead inter-agency working groups on gender equality for the High-level Committee on Programmes, the United Nations Development Group and other coordination bodies and, working through those bodies, refine United Nations policies, strategies and action plans for promoting gender equality and strengthening the implementation of the gender mainstreaming strategy; develop approaches for translating international agreements into more effective action at the country level; secure agreements on roles and responsibilities for gender equality across the United Nations system, including coordination bodies working on development, peace and security, humanitarian action and human rights; and forge global inter-agency partnerships, coalitions and programmes to provide catalytic, coordinated support to United Nations regional and country teams;

(d) **Strengthen the accountability of the United Nations system on gender equality/gender mainstreaming.** Through the CEB cluster and the United Nations Development Group gender task team, the composite entity will build on existing

efforts to monitor performance and hold the United Nations system accountable for living up to its own commitments and agreed results at the global and country levels, including regular monitoring of system-wide progress. On this basis, it will recommend areas where new policies or strategies are needed, including performance incentives, capacities and arrangements;

(e) **Monitor and report on United Nations system compliance and efforts to develop and apply internal United Nations gender equality policies, including achieving gender balance, eliminating harassment and promoting work-life balance;**

(f) **Provide capacity development and training opportunities.** The composite entity will lead the United Nations system in developing and updating action-oriented training programmes for national partners and United Nations staff to provide them with critical skills and knowledge on gender equality and women's empowerment, including gender mainstreaming, gender-responsive budgeting and monitoring and evaluation. A strong partnership with the United Nations Staff College in Turin, Italy, could be established with the training capacity of the new entity, which could be based in the current United Nations gender facility in Santo Domingo. The composite entity will design and implement programmes to encourage training at the regional and country levels;

(g) **Develop strategic partnerships with multilateral and regional organizations whose actions and policies have an impact on gender equality and women's empowerment, including the international financial and trade organizations (such as the World Bank, the International Monetary Fund and the World Trade Organization), regional development banks and other regional entities;**

(h) **Foster strong linkages with civil society and women's organizations.** The composite entity will provide a dynamic linkage with, and support to, women's organizations and networks at all levels in order to enhance their efforts to promote gender equality and women's empowerment. Given the importance of such partnerships, the Executive Director will find ways to ensure that she/he can benefit from the advice of civil society and women's organizations on a regular basis, including through the establishment of an advisory board;

(i) **Undertake new and consolidate existing research and analytical work and act as a hub/centre of knowledge and experience on gender equality and women's empowerment.** The composite entity will conduct and share research, analysis and synthesis activities on gender equality, drawing on experiences, good practices and lessons learned at the country level and a robust evaluation function; share and disseminate knowledge from the United Nations system and other actors, using state-of-the-art technology to reach the widest global audience, including through WomenWatch and other multimedia channels; produce, on a regular basis, reports, publications and information/policy briefs that make the outcomes of normative deliberations and the latest knowledge on gender equality easily accessible; maintain a database of international expertise on gender equality within and outside the United Nations system; and work in partnership with international research and evaluation institutions to ensure that current policy agendas at all levels are systematically informed by knowledge generated through applied gender equality research and policy analysis of the strategic and practical needs of women and girls;

(j) **Mobilize resources from Governments, civil society and the private sector to support efforts to meet the needs of women and girls.** The composite entity will leverage funds by encouraging the United Nations system to increase its investment in gender equality activities. It will mobilize funds for its own work, for making grants directly to national partners (such as the Fund for Gender Equality), for United Nations system-wide activities (such as the United Nations Trust Fund to End Violence against Women) or for funding United Nations country-level joint programmes (such as the Millennium Development Goal acceleration fund), using United Nations Development Group tools and approaches;

(k) **Manage its resources effectively.** The composite entity will exercise all managerial functions necessary to ensure the effective use of all of its resources. This will include strategic planning and oversight, programme planning and budgeting, finance and administrative support services, human resources management and information technology. The composite entity will share certain central services with other United Nations organizations, whenever possible and cost-effective, to keep overhead costs to a minimum. At the Headquarters level, these services could include treasury, legal affairs, procurement and audit. At the country level, in the spirit of United Nations coherence, the composite entity will procure its support services from other United Nations entities, such as the United Nations Development Programme or other cost-effective United Nations sources.

D. Presence and capacity to undertake functions

12. The commitment to gender equality and the empowerment of women is applicable across all levels of development, in all regions and in all countries. The composite entity will aim to ensure universal coverage of gender equality issues and will seek strategic engagement with all 192 Member States. The capacity to implement and monitor progress towards gender equality and women's empowerment at the national level should exist in all countries. Analysis of good practices and lessons learned will draw on the experiences of all countries.

13. Successfully implementing the functions outlined above and meeting the expectations of Member States and civil society will require adequate human and financial resources. The consolidation of the four existing gender equality entities (with a total of 401 staff members and a combined budget of $225 million in 2008), together with the gender equality capacities of the entities of the United Nations system, will provide a starting point. Additional capacity will be required in order for the entity to make a notable difference.

1. Country- and regional-level presence

14. In recognition of the major gaps in financial and technical resources, strengthened United Nations capacity at the country level must be prioritized, including with significant increases in national-level Professional and support staff. The physical presence at the country level will be dependent on country needs, requests from Governments, existing national and in-country United Nations capacity and funding available to the composite entity. A range of in-country presences is envisaged, from small operations in some countries to much larger operations in countries with greater needs. The staff presence will range from one National Professional Officer with support staff to larger teams of international and

national Professional staff with national support staff, with most countries requiring an arrangement between the two (see annex for estimates).

15. UNIFEM currently has a presence in more than 80 countries, where it responds to the greatest needs. The United Nations capacity to respond, however, has been far below country demand for support and expertise. In the first phase of the establishment of the composite entity, emphasis could be placed on maintaining a minimum basic presence in those 80 countries, as well as deploying teams in the six United Nations regional operational support centres to provide core services in countries where the composite entity does not have a physical presence. A total of approximately 760 staff would be needed for the start-up capacity in those 80 countries, including 600 national staff, compared with the current total of 196 field staff. Country-level support services will be procured from other United Nations entities, thus keeping staffing levels as low as possible. Those figures are very approximate estimates. Over time, the new entity would ideally have capacity in every country that requests support. Achieving that goal, however, will depend on resource availability.

16. Criteria for country support would be established by the Executive Board of the entity. Such criteria could include the level of need facing women and girls, strategic opportunities to advance gender equality issues, for example in post-conflict contexts, and opportunities to increase the impact of a significant United Nations country presence through enhancing coherence.

17. When planning the provision of technical support at the country level, the full range of gender equality expertise within the United Nations country team would be taken into account in order to maximize the use of existing resources and avoid duplication in technical support. Country-level support could also be provided by staff at the Headquarters or regional levels, in particular in meeting short-term, time-bound requests, such as in the context of major national planning exercises.

18. The expansion of field capacity would be approved by Member States through Executive Board decisions and would depend on the voluntary funding available.

2. Headquarters

19. In order to address the gaps and challenges identified, the entity must have capacity at the Headquarters level to provide strong leadership and authority; strengthen coherence between the normative guidance generated by intergovernmental bodies and operational support provided to national partners at the country level; enhance United Nations system coherence; and strengthen the mobilization and management of resources. In addition, the Headquarters functions necessary for the existing mandates of the four entities will need to be provided, including the mandates for training and research.

20. Member States have agreed that the new entity will be led by an Under-Secretary-General. The leadership of the Under-Secretary-General is central to the success of the composite entity. The position will require new capacity that cannot be met by redeploying existing posts and will require new funding from the regular budget.

21. In the table below, the existing Headquarters capacity of the four entities is compared with that of the proposed new entity. The existing senior-level capacity at the Headquarters level in the four entities is limited and will need to be

strengthened. The proposed senior management team would include one Under-Secretary-General position, two Assistant Secretary-General positions and two D-2 positions. While there is considerable capacity in terms of Professional Headquarters posts between the four existing entities, a review of the functions of Professional posts at the Headquarters level in the four entities reveals no significant overlap, owing to their different mandates, which means that programme/policy guidance and support at the Headquarters level will require more capacity than is currently available.

Current and proposed staffing for basic Headquarters capacity

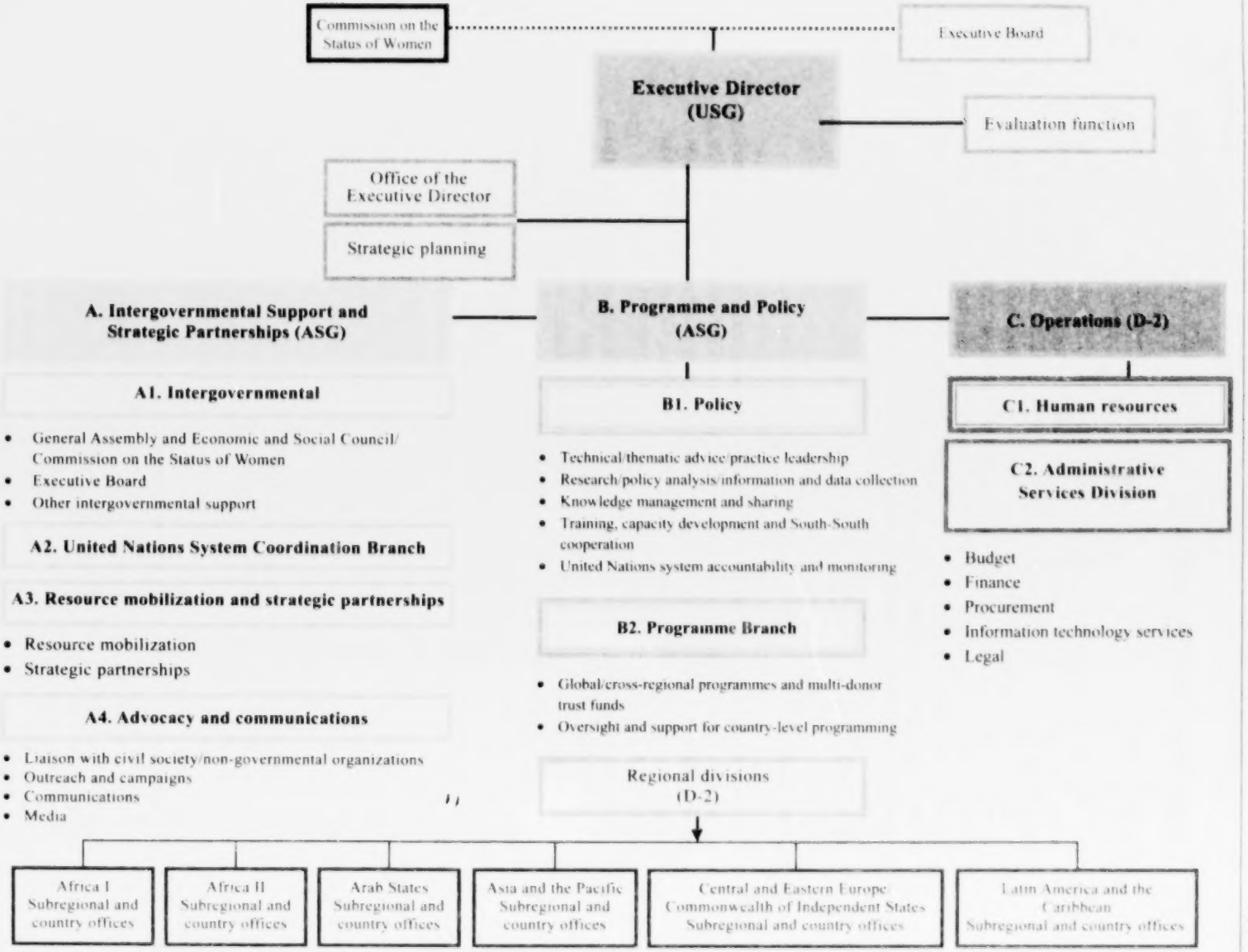
	Headquarters support	
Level	*Proposed*	*Existing*
Under-Secretary-General	1	0
Assistant Secretary-General	2	1
D-2	2	3
D-1	6	6
P-2-P-5	138	138
National Officer	—	—
General Service	65	65
Total	**206**	**205**

22. Over the following months, as part of the transition process, the exact number and level of posts required will be established by means of a detailed functional analysis, and budget submissions will be made through the Advisory Committee on Administrative and Budgetary Questions and relevant authorizing bodies. The source of funding for posts will be linked to functions. The United Nations regular budget (assessed contribution) will continue to be used to fund support for the work of intergovernmental bodies, especially the Commission on the Status of Women, in order to ensure predictable funding for that critical function.

E. Organization chart and structure

23. It is proposed that the headquarters of the composite entity be organized in three main divisions (see chart below). Under the Executive Director, the Intergovernmental Support and Strategic Partnerships Division would be led by an Assistant Secretary-General and would provide support for intergovernmental processes, United Nations coordination processes, global-level public outreach and advocacy and resource mobilization. The Programme and Policy Division, also led by an Assistant Secretary-General, would provide guidance to regional- and country-level staff on translating intergovernmental guidance into actionable programmes of support from the United Nations system to national actors. The Programme and Policy Division would also have at its disposal the thematic technical expertise needed to provide input to intergovernmental processes, as well as support to the United Nations system. It would undertake research and analysis on progress made, emerging trends, challenges and good practice. It would also monitor the effectiveness of United Nations coordination. Research and training

activities would also be led by the Programme and Policy Division, although some of those activities would be carried out on a decentralized basis at the regional and country levels. A senior post (D-2) will be necessary for oversight of the regional and country offices. The Operations Division would provide headquarters service, support and oversight in the operational areas, and would be led by a Director (D-2).


Commission on the Status of Women
Executive Board
Executive Director (USG)
Evaluation function
Office of the Executive Director
Strategic planning
A. Intergovernmental Support and Strategic Partnerships (ASG)
B. Programme and Policy (ASG)
C. Operations (D-2)
A1. Intergovernmental
General Assembly and Economic and Social Council/ Commission on the Status of Women
Executive Board
Other intergovernmental support
A2. United Nations System Coordination Branch
A3. Resource mobilization and strategic partnerships
Resource mobilization
Strategic partnerships
A4. Advocacy and communications
Liaison with civil society/non-governmental organizations
Outreach and campaigns
Communications
Media
B1. Policy
Technical/thematic advice/practice leadership
Research/policy analysis/information and data collection
Knowledge management and sharing
Training, capacity development and South-South cooperation
United Nations system accountability and monitoring
B2. Programme Branch
Global/cross-regional programmes and multi-donor trust funds
Oversight and support for country-level programming
Regional divisions (D-2)
C1. Human resources
C2. Administrative Services Division
Budget
Finance
Procurement
Information technology services
Legal
Africa I Subregional and country offices
Africa II Subregional and country offices
Arab States Subregional and country offices
Asia and the Pacific Subregional and country offices
Central and Eastern Europe/ Commonwealth of Independent States Subregional and country offices
Latin America and the Caribbean Subregional and country offices

IV. Organizational arrangements

A. Legal identity

24. The new entity will be a composite entity that combines policy and normative support functions with country-level operational and technical support responsibilities. In order for the composite entity to perform those functions — consistent with the status of other United Nations entities that have such composite elements (such as the United Nations Human Settlements Programme and the Office of the United Nations High Commissioner for Refugees) — the composite entity will be a subsidiary organ of the General Assembly. The entity will have its own financial regulations and rules, and the Executive Director will have full authority in respect of all financial matters. In addition, the Executive Director will have delegated authority for the composite entity from the Secretary-General in administrative matters.

B. Governance

25. Discussions with Member States have confirmed the need for a tiered governance approach that will both reflect the operational activities carried out by the new entity and its role in supporting the policy and normative work of the intergovernmental bodies on gender equality, such as the General Assembly, the Economic and Social Council and the Commission on the Status of Women.

26. The Commission on the Status of Women, as a functional commission of the Economic and Social Council, is the principal global United Nations policymaking body dedicated exclusively to the promotion of gender equality and the empowerment of women. The Commission prepares recommendations and reports to the Council on promoting women's rights in the political, economic, civil, social and educational fields. It makes recommendations to the Council on urgent problems requiring immediate attention in the field of women's rights (see E/2008/INF.3 and Corr.1, sect. II, A.4, and Economic and Social Council resolution 2009/15).

27. Given its mandate, the Commission will play a crucial role in the work of the composite entity. Its recommendations to Governments, entities of the United Nations system, civil society actors and other institutions, to be implemented at the international, national, regional and local levels, will guide the activities and operations of the composite entity.

28. In accordance with paragraph 3 of resolution 63/311, it is proposed that an Executive Board be established to oversee the operational activities of the composite entity. The Executive Board will perform functions in line with those of the other governing bodies of the United Nations funds and programmes, as set out in paragraph 22 of resolution 48/162. It will apply the overall policy guidance of the General Assembly and the Economic and Social Council.

29. The creation of the composite entity will present a unique opportunity to strengthen linkages between intergovernmental normative work and operational/programming work. As both the Commission on the Status of Women and the new Executive Board will report to the General Assembly through the Economic and Social Council, several options are proposed to enable the new Executive Board and the Commission to find effective ways for close coordination

and regular exchange of information to enhance coherence. Under the auspices of the Economic and Social Council, for example, joint sessions could be convened — timed to coincide with annual Commission sessions — to consider the annual reports of the Executive Board and the Commission, or any other matters. In addition, the Chairperson of the Commission could be invited to address the Executive Board, and vice versa. Members of the two bodies could be encouraged to attend the deliberations of the other body as observers, and the two Bureaux could periodically convene joint meetings to facilitate the alignment of the agendas of the two bodies.

30. The Executive Director of the composite entity could be mandated to submit an annual report on the work of the entity to both the Commission and the Executive Board, providing an overview of the activities, including on thematic areas in accordance with the Commission's multi-year programme of work, and other mandated activities. Such an overview could inform the work of the Commission in formulating new policies on gender equality and empowerment of women, as well as the work of the Executive Board in determining strategic priorities for the new entity.

31. The Executive Board will draw on existing structures and use the same formula as other executive boards. Harmonization between the Executive Board of the composite entity and the existing executive boards of the relevant operational funds and programmes will be sought in order to ensure country-level efficiency and to increase support for gender mainstreaming in policies and programmes of key United Nations funds and programmes, through their executive boards.

32. Two options for the Executive Board have been given considerable attention. One option is for the General Assembly to establish an autonomous segment of the UNDP/United Nations Population Fund (UNFPA) Executive Board. This would ensure close collaboration between the new entity and two of the funds and programmes that are central to successful implementation of the gender mainstreaming strategy. It would also provide a strong link between gender equality and development within the framework of the Beijing Declaration and Platform for Action. Such an approach would also allow the composite entity to benefit from the discussions of the resident coordinator system within the UNDP Board. Such an autonomous segment could establish specific regulations and guidance for the composite entity on the basis of its functions and needs, independent of those provided to other entities. The new autonomous segment of the UNDP/UNFPA Executive Board could be established immediately.

33. Another option would be for the General Assembly to establish a new Executive Board. Such an approach would require the establishment of a Board secretariat, with additional costs similar to those incurred by the secretariat of the United Nations Children's Fund (UNICEF) or the UNDP Executive Board secretariat. Establishing a new Executive Board could take considerable time, possibly delaying the launch of the composite entity.

34. A review of the Executive Board arrangements could be undertaken after three years of operation, as suggested by some Member States. This would provide an opportunity to ensure that the composite entity has an appropriate Executive Board and to make any necessary adjustments to align the governance structure with the outcome of the ongoing discussions on system-wide coherence.

35. For reasons of coherence, cost and expediency, Member States may wish to consider the establishment of an autonomous segment of the UNDP/UNFPA Executive Board.

36. In addition, the composite entity would participate, together with other parts of the United Nations system, in examining the functioning of executive boards (including the World Bank, with its resident Executive Board members), identifying good practices, considering suggestions to improve the inclusiveness and quality of debates and decision-making and examining options to enhance the capacity of Member States' delegations to shape the debate. The new entity should support measures that would be effective in securing greater participation from all Member States, especially those with small delegations.

C. Financial architecture

37. The composite entity will be funded by both voluntary contributions and the regular budget of the United Nations. The normative support functions, including the servicing of the Commission on the Status of Women, will be financed from the regular budget on terms and conditions approved by the General Assembly. Operational and programming activities will be financed by voluntary contributions.

38. The composite entity should have its own financial regulations and rules. In order to ensure flexibility and timeliness in supporting country-level activities funded by voluntary contributions, they should be compatible with the financial regulations and rules of the United Nations funds and programmes.

39. In 2008, funding available to the four gender equality entities was $6.2 million from the regular budget of the United Nations and $218.5 million from voluntary contributions. Existing levels of funding and posts are estimated below on the assumption that the budget submissions of the entities for 2010-2011, currently under consideration by the Advisory Committee on Administrative and Budgetary Questions, will be approved by the relevant bodies.

1. Regular budget resources

40. The policy and normative support functions of the composite entity will continue to be funded through the regular budget, as approved by the General Assembly, and their administration will be subject to the Financial Regulations and Rules of the United Nations. It is assumed that an amount of approximately $7 million will be available for 2010 onwards to meet the cost of supporting the normative functions, including the office of the new Under-Secretary-General.

41. To ensure the efficient functioning of the composite entity, the administration of the United Nations regular budget resources under the Financial Regulations and Rules should not lead to a simultaneous application of both the Financial Regulations and Rules and the composite entity's own regulations and rules. In the interest of ensuring operational flexibility and maintaining clarity in the regulatory framework, the composite entity, like other subsidiary organs established by the General Assembly, should be governed by one set of regulations and rules in respect of the administration of the financial contributions received. Therefore, the financial resources from the regular budget, as approved by the General Assembly, would be given in the form of a grant from the United Nations Secretariat to the new entity,

following approval by the Advisory Committee and the Fifth Committee of itemized and detailed budget proposals submitted by the entity. The grant would be administered and disbursed by the new entity in accordance with its own financial regulations and rules. Financial statements and reporting to the General Assembly on the use of the grant would be submitted in accordance with the standard formats, rules and procedures applicable to the regular budget of the United Nations. This mechanism is being applied to resources received from the regular budget of the United Nations by the Office of the United Nations High Commissioner for Refugees, the United Nations Institute for Disarmament Research, the United Nations Relief and Works Agency for Palestine Refugees in the Near East and other entities.

42. The proposed review of the new entity after three years of operation, in 2013, will provide an opportunity for any adjustments to be made to reflect the outcome of ongoing discussions on the need for predictable, reliable and non-earmarked funding for development.

2. Voluntary funding

43. There are two dimensions to the funding needs for operational activities of the composite entity. First, it must have the basic capacity to carry out core functions at the country level, with Headquarters and regional support as necessary. Secondly, there may be special needs for additional funding to address critical gaps within each country.

44. For planning purposes, a minimum package of technical and advisory services is envisaged, together with related operating costs, and a small amount of essential programme funding for each level of need. It is anticipated that 8 to 12 countries would require low-level support, with an average annual basic support package of approximately $700,000 per country; 36 to 40 countries would require medium-level support, with average annual basic support in the range of $1 million per country; and 22 to 26 countries would require a higher level of support, with average annual costs in the range of $1.5 million per country. In addition, the funding of six regional offices would require approximately $1.75 million per office. The total annual cost for a strengthened field presence and programme start-up would be in the range of $90 million to $100 million (approximately $95 million). Establishing basic Headquarters-level capacity to support and oversee activities at the country and regional levels will cost an estimated $25 million per annum. Together with the $7 million to be provided from the regular budget for Headquarters support, the total cost of basic start-up capacity at all levels would be $127 million. Actual budgets and expenditures would be based on detailed submissions to the Executive Board when capacity strengthening is requested, based on voluntary funds available.

45. In relation to the funding needed to address specific gaps identified at the country level, no estimates are available, although it is widely recognized that the needs far outstrip the current ability to respond. Requests to the United Nations Trust Fund to End Violence against Women in 2009 alone totalled almost $900 million. For planning purposes, a conservative estimate is that between $350 and $400 million for additional United Nations programme funding will be required in the initial phase (an estimate of $375 million), or approximately four times the funding needed for the core capacity at the country and regional levels.

Those funds should not be generated through the reprogramming of existing donor contributions, because a net increase in resources is required. Those funding needs will be country-led and demand driven and will be part of a coherent United Nations gender equality response so as to avoid duplication.

46. It is anticipated that 100 per cent of funding for operational capacity at the country and regional levels would be from voluntary contributions (as is the situation in UNIFEM at present, as well as in UNFPA, UNDP, UNICEF, the Joint United Nations Programme on HIV/AIDS and other operational entities). Member States will be urged to provide the largest possible share of their voluntary contributions as core, multi-year funding, so as to allow the entity to establish the necessary staff capacity and to provide predictable responses to requests for support.

3. Total funding

47. Taking into account the significant need to fill funding gaps, especially at the country level, total funding requirements for the start-up phase are approximately $500 million: $127 million for basic support capacity at the country, regional and Headquarters levels, for both normative and operational support, and $375 million in catalytic funding for country-specific United Nations programmatic support (see annex for further details). The time frame for establishing this level of funding will depend on the response of Member States. Given the strong support for this entity, an enthusiastic response could mean that full capacity would be in place within one or two years. However, every effort should be made to ensure that the basic capacity and programmatic funding is in place by the end of 2013, when the proposed review will be conducted.

48. Although funding from the regular budget (assessed contribution) will be a small percentage of total funding, it will be critically important in order to ensure substantive support for the intergovernmental processes, including the salaries of the senior managers, who will guide the provision of such support to Member States.

49. It is likely that voluntary funding will continue to be the main source of funding for the operational activities of the composite entity. The launch of the composite entity is expected to generate considerable excitement, leading to significant mobilization of voluntary funding from Governments, civil society and the private sector. The clear message from Member States and civil society is that the composite entity has been long awaited and must be generously supported if it is to make the difference anticipated. The response of existing and new donor countries, and their willingness to provide multi-year funding commitments, will be critical to the effectiveness of the new entity.

50. While the figure of approximately $500 million can be used as a rough initial planning figure, actual budget preparation will be based on firm funding projections. Approval for significant changes in posts or budgets will have to be obtained through the normal budgetary approval process.

D. Leadership

51. In paragraph 2 of its resolution 63/311, the General Assembly supported the idea that the composite entity shall be led by an Under-Secretary-General, who will report directly to the Secretary-General, to be appointed by the Secretary-General,

in consultation with Member States, on the basis of equitable geographical representation and gender balance.

52. The Secretary-General intends to appoint a strong, dynamic and capable leader, following an open, transparent and rigorous recruitment process. Consultations on the terms of reference for the new post of Under-Secretary-General are under way, and the Secretary-General shall seek nominations for the position from Member States and civil society. A senior appointment panel will review candidates for proposal to the Secretary-General.

53. On behalf of the Secretary-General, the Executive Director will provide substantive support to the intergovernmental bodies, as mandated. The Executive Director will serve as a full member of the Policy Committee, the Senior Management Group, CEB and all other relevant internal United Nations decision-making mechanisms.

E. Support services

54. The composite entity will use existing capacities, wherever possible, in order to keep overhead costs to a minimum, including central services, such as treasury, audit and procurement. Given the key role the composite entity will have within the resident coordinator system, the entity should be co-located with the other United Nations funds and programmes, in particular the office of the resident coordinator. The composite entity will arrange security and support services at the country level with an in-country United Nations entity.

F. Transition arrangements/change management

55. In order to put the new arrangements in place, the General Assembly would need to dissolve the Voluntary Fund for the United Nations Decade for Women, including the Consultative Committee, established under its resolution 39/125, and transfer all remaining assets to the composite entity.

56. The General Assembly would further need to request the Economic and Social Council to abolish INSTRAW, established under Council resolution 1998 (LX) of 1976, and transfer all assets.

57. Responsibility for the implementation of the ongoing programmes, projects and activities of the Office of the Special Adviser on Gender Issues and Advancement of Women, the Division for the Advancement of Women, UNIFEM and INSTRAW would need to be transferred to the composite entity to ensure continuity.

58. If the comprehensive proposal in the present report is approved, a transition process will be initiated and carried out in accordance with the applicable United Nations regulations, rules, policies and practices. A detailed functional analysis will be undertaken to break down the agreed functions into posts, and to prepare new job descriptions and possible reclassifications of posts where there are significant changes. Human resources management issues will be addressed by a dedicated team. A change management strategy will be implemented to support all staff during the transition period, including effective communication with all staff.

59. Member States may wish to undertake a review of the functioning of the composite entity after three years, and make necessary adjustments based on experience gained.

V. Conclusions and recommendations

A. Addressing gaps and challenges

60. I believe that implementation of the proposals in the present report will constitute significant progress in addressing the gaps and challenges identified in United Nations support for gender equality and the empowerment of women, by means of:

(a) **Strengthened national ownership and responsiveness to country-driven demands.** The strong emphasis on investment in more robust country-level capacity and the focus on United Nations country team response to national priorities should provide the basis for closer engagement with national authorities and greater emphasis on country-driven demands;

(b) **Greater coordination and coherence.** The weak linkages between intergovernmental decisions and implementation on the ground and fragmentation within the United Nations system on gender equality will be addressed by strong leadership at the Headquarters level, clear guidance from Headquarters and improved collaboration and integration within the United Nations country teams and United Nations gender theme groups. Strengthened technical capacity at the country level will enable the United Nations to systematically feed country experiences into the normative processes at the global level. Enhanced capacity at Headquarters will support United Nations coordination and result in stronger policy/programme guidance and more effective monitoring of the work of the United Nations system on gender equality;

(c) **Elevated authority and positioning.** The establishment of a Under-Secretary-General-level Executive Director post will establish the composite entity as an empowered and recognized driver to direct and support greater accountability, coordination, coherence and results, including through a strong leadership role in CEB mechanisms and all other relevant United Nations decision-making mechanisms, and through the effective linking of the normative and operational aspects of United Nations work on gender equality and women's empowerment;

(d) **Greater accountability.** Through all of the functions and mechanisms outlined, the new entity will promote agreements on the roles and responsibilities of the entire United Nations system and on mechanisms for systematic monitoring and reporting on performance, and will take a leadership role in support and follow-up in this area;

(e) **Predictable human and financial resources.** The enhanced resource mobilization capacity of the composite entity and the framework of a basic package of technical support and "start-up" programme funds should increase the predictability of both the human and the financial resources of the United Nations system for gender equality;

(f) **Enhanced technical support at the country level.** Capacity to provide policy advice and institutional support, increased financial resources, innovative and catalytic programming and enhanced coherence of technical support through the United Nations gender theme groups will result in improved country-level support.

B. Recommendations for action

61. **The General Assembly may wish to endorse the proposals set forth in the present report relating to the consolidation of the Office of the Special Adviser on Gender Issues and Advancement of Women, the Division for the Advancement of Women, UNIFEM and INSTRAW into a composite entity, in accordance with resolution 63/311. Specifically, the Assembly may wish to consider:**

(a) **Transferring the existing mandates and assets of the Office of the Special Adviser on Gender Issues and Advancement of Women, the Division for the Advancement of Women, UNIFEM and INSTRAW into a composite entity, to be considered a subsidiary organ of the General Assembly;**

(b) **Approving the functions of the composite entity as set out in the present report, and recognizing its role in leading and coordinating the work of the United Nations system on gender equality;**

(c) **Deciding on the appropriate option to establish the Executive Board of the new entity, i.e., establishing an autonomous segment of the UNDP/UNFPA Executive Board or establishing a new Executive Board;**

(d) **Deciding to abolish and liquidate UNIFEM;**

(e) **Requesting the Economic and Social Council to abolish INSTRAW;**

(f) **Requesting the Economic and Social Council to find innovative ways to establish close coordination and regular exchange of information between the Executive Board of the new entity and the Commission on the Status of Women to enhance policy coherence;**

(g) **Approving the creation of the post of Under-Secretary-General to head the composite entity, to be funded by the regular budget;**

(h) **Authorizing the head of the composite entity to prepare the necessary financial regulations and rules for consideration by the new Executive Board;**

(i) **Deciding that costs for the composite entity's functions to provide substantive support to United Nations intergovernmental bodies shall continue to be borne by the regular budget of the United Nations;**

(j) **Deciding that the costs for the operational activities of the composite entity shall be financed by voluntary contributions;**

(k) **Strongly encouraging Member States in a position to do so to make voluntary contributions towards the funding of the composite entity, with priority on core funding and multi-year commitments.**

Annex

Annual planning framework and estimate of funding needs for the "start-up" phase

1. The tables below represent an annual planning framework for minimum basic country support for various levels of operations and an annual estimate of funding needs for the "start-up" phase. This basic package would include capacity to perform the following types of services: support host Governments in identifying key challenges in the implementation of national commitments to gender equality and developing national strategies, plans, policies, laws and budget frameworks that address these challenges; support coherent United Nations system programming; and support national partners in the development of catalytic initiatives to address critical gaps and emerging issues, including the development of proposals for extrabudgetary funding.

2. In addition to the cost of the basic technical capacity, a 25 per cent provision for operating costs and a further 25 per cent minimum in "seed" programme funds have been added.

Table 1
Annual planning framework for basic country support

	Country/ regional coverage	*Base cost per country*	*Average amount*
		United States dollars	
Small presence	8-12	500 000-900 000	7 million
Medium presence	37-41	800 000-1 200 000	39 million
Larger presence	23-27	1 300 000-1 700 000	37.5 million
Regional offices	6	Approximately 1 750 000 each	10.5 million
Total			**95 million (approximately)**

3. Table 2 shows the estimated total amount of funding needed in the initial phase, made up of approximately $125 million for country, regional and Headquarters-level basic technical and programme start-up capacity, and $375 million to respond to country-specific requests.

Table 2
Total annual estimated funding needs for "start-up" phase

(United States dollars)

	Basic staff/ programme capacity	*Country-specific "gap" funding*
Country level	84.5 million	375 million
Regional	10.5 million	
Headquarters normative support function	7.0 million	
Headquarters operational support function	25 million	
Subtotal basic staff/programme	**127 million**	**125 million (approximately)**
Total (basic capacity plus country-specific programming)		**500 million**